OFF THE TRACK

BULLETIN OF NON-ACADEMIC SENATE FACULTY AT THE UNIVERSITY OF CALIFORNIA

PUBLISHED BY THE UNIVERSITY COUNCIL - AFT

Increasing Course Loads, No Security

U.C. Non-Senate Faculty Organize

A notable recent development in higher education is the dramatic increase in the employment of faculty hired outside the tenure track. These faculty members labor under far lower salaries and far more stringent conditions than those of tenure-track faculty who have comparable qualifications and experience. While this practice began a decade ago, during a time of burgeoning enrollments and unprecedented expansion, it thrives particularly during times like the present, marked by economic crisis. As a surplus of qualified academics continues to flood the job market, tenure-track positions dry up, more faculty are denied tenure, and the number of part-time faculty expands like a universe run amok.

At the University of California over 2,000 of the 8,000 academic appointments are represented by non-Senate faculty. They are called Visiting and Adjunct Lecturers, Associates, Supervisors of Teacher Education, Supervisors of Physical Education, and Acting Instructors, to name the most familiar job titles - although many departments confer additional titles upon faculty in these positions, claiming to have struck some special unique deal with them. Most are hired on yearly or quarterly contracts; few have any guarantees of reemployment at the end of the contract. Often they continue teaching solely at the whim of a department chair.

These non-Senate faculty are responsible for a significant part of the undergraduate instruction at UC. In 1977 at Berkeley administration sources noted that one in six undergraduates obtained their B.A.'s outside regular departments. The majority of these programs were supervised by non-Academic Senate (N.A.S.) faculty, in addition to groups of non-Senate faculty in the regular programs. They often assume committee work on behalf of their programs or courses, as well as taking responsibility for full curriculum development. While frequently hired on a year-by-year basis, they are denied regular salary increments and receive fringe benefits only in exceptional cases. Their course loads are double that of Senate faculty. Experience, superior qualifications, and extra-classroom achievements are unlikely to improve their lot.

Yet it is these faculty who, excluded from Senate membership and its various forms of institutional participation and protections, are most vulnerable to the widespread exploitation of the large pool of qualified academics. The extensive use of non-tenure track faculty provides the cheap, no-commitments required labor pool which make it possible for the university to open as few positions as possible, enables the institution to staff classes even though faculty members are regularly denied tenure, whittles down the proportion of teaching staff entrusted with decision-making power, and intensifies the burden of committee work and departmental governance for full-time faculty.

This two-tiered employment situation has a detrimental impact on students. Alienated and demoralized teachers, always conscious of their vulnerability, cannot bring into the classroom the confidence and creativity necessary for the best teaching. Teachers unable to plan for a future are less effective in courses which need continuity. In short, deprofessionalized faculty can hardly serve as professional role models for their students.

We in the AFT are concerned as a union with the protection of dignity of work in general and of the teaching profession in particular. Substandard working conditions and the exploitation of any faculty member imperils the entire academic community.

In the past, regular faculty concerned by the unjust disparity between their own salaries and employment situation and those of exploited part-time faculty have been supportive. But they have also been frustrated in their attempts to bring about any real and lasting change. N.A.S. faculty who have courageously fought their injustices on an individual basis have seldom been victorious. Often their contracts simply were not renewed. Some have regained their jobs only after long and expensive court battles. Those who did not fight found themselves doomed to the same experience at another academic institution.

Yet real gains have been achieved where N.A.S. faculty have united to win benefits, job security, or other improvements. The most recent victory has been the PERB ruling, won by University Council-A.F.T., rescinding the four-year limit on length of full-time employment for Lecturers. This decision against the university has served to slow the attacks on non-tenure track faculty members' job rights, security, benefits, and working conditions.

Nevertheless, not even an emphatic legal decision like the one recently handed down by PERB is sufficient to stop university administrators from making other arbitrary and unilateral decisions affecting N.A.S. faculty - such as the "speedup" brought about under the imminent change to the semester system at U.C. Berkeley.

What is necessary to guarantee basic job rights to N.A.S. faculty is the unity of all non-tenure track faculty, organized and prepared to negotiate a formal, binding contract with the university administration. Now HEERA (the Higher Education Employer-Employee Relations Act) allows for the election of an employee organization (union) which can negotiate a contract. This is especially crucial in the current climate of fiscal stringency and high unemployment, when N.A.S. faculty are so vulnerable to shouldering a disproportionate burden of the budget cuts.

This special edition of Off The Track offers reprints of important articles, providing clarity on key issues as the non-Senate faculty election approaches in December.

Getting It Together

UC non-ladder faculty are joining together to create an organization that can express their needs and defend their rights as teachers and employees. Excluded from the Academic Senate, denied organizing rights in the past, we have found ourselves frequently subject to unilateral actions, deprived of a voice in decisions affecting our wages and teaching conditions, and powerless to represent ourselves. Current budget cuts threaten to make the situation worse.

Non-senate faculty committees, affiliated with University Council-A.F.T., are being formed on UC campuses. These organizations offer the only viable means of protecting our short-run interests, while securing a more effective long-range role in the university.

IMMEDIATE BENEFITS

1. **Support for Grievances.** A.F.T. has a record of successful representation of UC faculty members in grievances. The filing of a grievance gives one the right to a hearing, with legal counsel, when an employee feels that he or she has been wronged in regard to job classification, benefits, appointment or reappointment, academic freedom, affirmative action, etc.
2. **Information:** about jobs, grievance procedures, rights in personnel actions, and new university policies. (Information about the latter has already saved jobs on several campuses.)
3. **Protection of Organizational Rights.** Non-senate faculty, aided by A.F.T. attorneys, are working to stop attempts by UC personnel officials to deny our organizational rights (for example, to use the internal mail system or reserve rooms).

SHORT-TERM GOALS

1. **Rescind the Four-Year Rule.** This recent rule limits non-senate faculty without Security of Employment (S.O.E.) to four full-time years of teaching before they are cut to half-time or cut entirely. We are working to restore the former eight-year rule.
2. **Increase the Number of S.O.E.'s.** Every faculty member who makes a valuable contribution to the UC curriculum should have the opportunity for secure employment. Although greater job security is needed to preserve important programs and excellence in undergraduate instruction, university policies are *diminishing* the number of S.O.E.'s available to non-senate faculty. We are working to reverse this trend.
3. **Protect Salaries and Benefits.** Until recently, "range adjustment" pay increases were automatically granted to lecturers and visiting lecturers. Our goal is to restore this guarantee, enjoyed by other UC academic employees, and to defend part-time lecturers' right to health care benefits, now being eroded by implementation of the new policies.
4. **Stop Further Arbitrary Changes of Status.** We are arguing before PERB (Public Employee Relations Board) that the four-year rule and other recent reclassifications are illegal, because they were enacted without consulting affected employees or their representative organizations. Such actions must cease.

LONG-TERM GOALS

1. Every UC employee should be fully informed about his or her job title, salary, job description, grievance rights, and promotional criteria. Failure to provide such information permits arbitrary actions and selective use of university policies. We have demanded that UC make these matters known to all N.A.S. faculty at the time of employment.
2. The right to "contribute meaningfully to the review process in academic personnel actions affecting them" is guaranteed to all faculty (*Academic Personnel Manual,* Section 165-2e). This right, now denied to most non-ladder faculty, must be enforced.
3. The university must provide "open files," as required by state law and the principles of academic freedom. All employees deserve to know the nature and source of possible charges against them in personnel actions. Current secret files protect the evaluators, not the evaluated.
4. Retirement and benefits: non-ladder and part-time faculty should have assurance of adequate medical and pension benefits. Along with regular faculty, they must also secure dental and eye care plans, which at present are not uniformly guaranteed.
5. Non-senate faculty organizations will prepare us to exercise the rights recently granted under HEERA (Higher Education Employer-Employee Act) to elect an exclusive representative for collective bargaining. They will also represent our views on a continuing basis before PERB.

For the first time, we have the right—granted by HEERA—to participate in decisions affecting our work. In this period of drastic budget cuts, other UC employees will be using their new rights to organize. If we wish to protect our positions and the programs in which we teach, we must organize too.

We no longer need be subject to contracts and conditions unilaterally imposed by the administration. Ultimately, the best guarantee of our positions will be a contractually binding agreement, won through collective bargaining, with the University of California.

JOIN US TODAY!

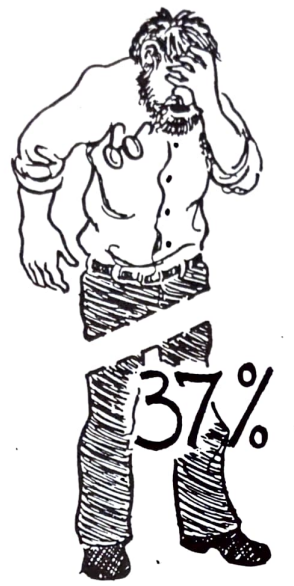
The Dilemma of the Temporary Lecturer

by Sigrid McLaughlin

The continuing increase in the employment of part-time temporary lecturers at academic institutions everywhere, and the predominance of women among those employed, makes it ever more urgent to expose the inequities of such employment and attempt to remedy them.[1]

The problems of part-time service in higher education are varied. They pertain to status, rights and privileges, salary, fringe benefits and security of employment. Whatever the causes of this type of academic employment, the part-time temporary teacher is likely to be a lonely outsider of inferior status. After all, she/he "didn't make it!"

The temporary employee is inexpensive labor used to fill in when money is sporadically available, or when money which is freed as a result of a full-time faculty member's leave is stretched to cover more than one direct replacement. Not only status, but the insecurity of the job transmits to the employee the message that his/her service is of inferior value.



The institution wants to avoid commitment to the part-timer at all cost. In fact, even if the money for hiring is available, those in permanent positions are entitled to make personnel decisions regarding temporary people in an entirely arbitrary fashion. To cite my own case as an example, after years of teaching I was informed that I would not be rehired for a following quarter, even though I had better qualifications than my successor, a graduate student from another campus. In addition, the money was available for this position, my teaching evaluations were excellent, I already had a great deal of experience, and I had been hired after an Affirmative Action search. By now I have been teaching intermittently—never foreign languages—since 1966.

Another aggravating circumstance of part-time service is the salary paid. Qualifications such as degree and teaching experience are not taken into consideration in most cases, and teaching assistants and Ph.D's with ten years' teaching experience may well receive the same salary.

Different campuses seem to have different policies regarding full- and part-time lecturers. It is difficult to get a clear picture of what these policies are, because they are so *ad hoc*. As an example of the arbitrary and haphazard way in which they are formulated, we may consider the percentage of total teaching time calculated for part-timers on the campus where I am employed. From January 1977 through December 1978, I was a part-time temporary lecturer. I taught three courses, which were collectively rated as 37% employment. This figure was based on an eight-course load, which supposedly was the rule for full-time lecturers. In reality, however, full-time temporary lecturers taught only five or six courses (with the exception of language teachers). The reason for the contrived 37% rating is clear: the university has no obligation to pay fringe benefits. Thus, the employee is entirely dependent on the welfare system of the state or on a spouse's employment and benefits—a degrading role, unjustifiable in terms of human rights.

The administration excuses such discrepancies with the explanation that full-time temporary lecturers have other responsibilities, such as advising and publishing. Of course, publishing is important for all lecturers who hope to further their careers, and some forms of advising are remunerated additionally. One might even argue that the pursuit of research is even more important for temporary employees, since they need to follow up every new source of employment. Their opportunity to publish is diminished, however, because research grants, typing assistance and funds for attending conferences which would enable them to participate in the activities of professional peers are not available to temporary employees.

Institutions are well aware of these difficulties and inequities, yet unwilling to make changes because the status quo works so much in their favor. Often the response of some high-level administrators to these problems is that there are plenty of people who would be pleased to have a temporary job under whatever conditions, and that therefore nothing needs to be changed. Of course, this is reminiscent of the response made by all employers to worker complaints: there are others waiting for your job. But it is hardly the way a university should relate to the people who staff 30-40% of its courses!

The problems of part-time lecturers must be given important consideration in determining the overall strategies and goals of a lecturers' organization. Among its other priorities, such an organization must press for the adoption of the recommendations of the A.A.U.P.; specifically, that: 1) Security of Employment be granted to lecturers, especially after many years of service to one institution; 2) temporary lecturers be treated fairly and according to a consistent set of policies; 3) they receive fringe benefits; 4) their pay be based upon qualifications and experience; 5) funds be allocated to them for research, conference attendance and staff support.[2]

NOTES

[1] *According to the National Center for Education Statistics, part-time faculty now represent 32% of the total teaching force in higher education (this figure does not include graduate assistants). Between 1972 and 1977, the growth of total faculty was 50% for part-time, and only 9% for full-time teachers. (Statistics cited in "The Status of Part-Time Faculty," Academe, 67, 1 [Feb.-March 1981], p. 30.) It is very difficult to obtain statistics on the percentage of teaching done by part-time temporary lecturers at the University of California, largely because these positions are constantly being shifted and replaced. We would appreciate receiving any available data regarding this question.*

[2] *The A.A.U.P. policy proposals on part-time faculty are stated in full in* Academe *(cit.), pp. 33-39.*

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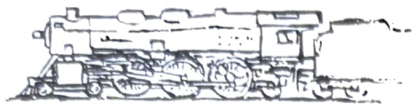
Guest Editorial



LETTING OFF STEAM

Rights Unexercised are Rights Lost

"Faculty unions are the inevitable result of the declining academic job market and of the declining ability of faculty members to make acceptable employment bargains as individuals." So wrote a professor William Daly of New Jersey in a letter to the *Chronicle of Higher Education* last October. He added that "in the current academic market, union issues such as job security and pay are nothing less than survival issues." (C.H.E., 10/21/81).

Revealed in this letter is the growing consciousness that an organizational framework is, in these times, the precondition for the enjoyment of security, the exercise of rights, and the achievement of our much-vaunted professionalism in American higher education. When course assignments or dates of employment are suddenly changed on us, we can of course complain to our chairmen, appeal to our deans, write to our campus dailies. But without an organization capable of enforcing contractual obligations our grievances are reduced to mere "complaints." Without an organization capable of confronting the highly organized university, our concerns remain so many straws in the wind.

The recent PERB proposal for bargaining unit definitions raises this organizing task to central importance. When the unit definitions are formalized later this year, campus employees will begin for the first time to get involved in organizing for elections to choose an exclusive collective bargaining agent. For the first time, that is, we will be able to alter the way working and teaching conditions are currently decided.

That way is familiar to readers of this publication. As it stands now, chairmen and deans have broad discretion to decide unilaterally what we will teach, when we will teach, how we will be classified and paid, and how long we will remain with the institution. This is all decided with little of our input and none of that collegiality of which the institution boasts. Furthermore, the lack of procedural guidelines permits our chairmen to implement university policies selectively, whimsically, even punitively. What rights we have are spelled out sketchily in the Academic Personnel Manual and supplemented by a few direct grants in HEERA. But for all intents and purposes we remain on the receiving end. Rare among us are those who have not at some point found the ground suddenly dissolving beneath their feet as promises made are unmade, titles are juggled, and agreements, on which career choices and family security had been based, broken.

In section 3561 of HEERA, the Legislature recognized that "joint decision-making and consultation between administration and . . . academic employees is the long-accepted manner of governing institutions of higher learning and is essential to the performance of the educational mission of such institutions." But we know little of such forms of decision-making. The APM (165-2e) grants to all academic employees "the right to contribute meaningfully to the review process in academic personnel actions affecting them;" but this is a right equally foreign to us.

These are paper rights, not rights in fact. To implement them we need an organization capable of firm, intelligent, and strong action. As it is, we alone among UC academics are bereft of institutional protections. The airy chambers of the Senate are closed to us. The Faculty Association—of dubious value in any case—is uninterested in us. And the administration? It made us what we are today. (In fact, it is making more of us. In 1970 the number of lecturers was 16% that of regular faculty in the system; in 1981, it was 27.4%—a logical response to its fiscal burdens and our weakness.*)

We do not seek conditions of "hard bargaining." But it is clear that being organized is the *sine qua non* of being treated as equals in this university. Why then do we hesitate? Partly, as the last issue's editorial noted, because putting off to the future is an occupational disease with us. Partly because we have imbibed from some of our senate colleagues a faulty notion of professionalism. And partly because of a conviction of transience (which leads to the transience of conviction). But these confusions are luxuries we can no longer afford. Building a strong, responsible union is for us the *basis* for real professionalism. Collective bargaining can shore up the ground beneath our feet and enhance our ability to do our teaching the way it *should* be done. And if we secured our rights and improved the character of our community, it would not be necessary for us to move on.

HEERA gives us the right to prepare ourselves for participation in the determination of our working conditions. But rights unexercised are soon lost. It behooves all non-senate faculty therefore to join and actively participate in the non-senate groups, and to work through the AFT—the organization which has helped us consistently, hired an organizer on our request, and pays for this bulletin—to prepare for selection of an exclusive representational agent.

In these hard times, if we remain unorganized while our teaching and staff colleagues select their bargaining representatives, we will become obvious targets for budget cuts. (Assembly Speaker Willie Brown has commented that UC is already vulnerable with respect to local government and other state agencies because it is one of the few unorganized state institutions.)

Luckily, our organizing is off to an encouraging start. For the first time, campus personnel officials have become aware of the problems of non-senate faculty because of our "Meet and Discuss" sessions with them. Assemblyman Hart in Sacramento has received a lengthy report, prepared by the A.F.T., on the inadequacies of UC policy regarding non-senate academics; he has called a special legislative subcommittee hearing to discuss the problem. Non-senate groups are working on four campuses. The campaign to organize non-senate academics at UC, kicked off last spring, is therefore gaining momentum and experience. With some intelligent and courageous action in our own interests, a union for non-senate academics at UC, as the writer to the *Chronicle of Higher Education* stated, will indeed prove inevitable.

*April 1970 payroll: "Administrative, Academic and Staff Personnel Full-time Equivalents;" April 1981 Corporate Personnel System: "Administrative, Academic, Staff Personnel Headcount, Full- time and Part-time."

For further information on non-Senate faculty issues, contact the UNIVERSITY COUNCIL-AFT at is Northern Office--1335 Piedmont, CA. 94610 (415-653-1495) or its Southern Office--122 Cypress St., Santa Ana, CA. 92701 (714-542-0101).